
Fiscal Year 2021, U.S. Senate

As of December 27, 2020

This report summarizes the Congressional Budget Office's cost estimates of proposed discretionary appropriations for fiscal year 2021 contained in legislation considered by the Senate.

Table 1 is a summary for fiscal year 2021; it identifies the portion of 2021 appropriations that are subject to statutory limits on new discretionary budget authority under the Budget Control Act of 2011 (Public Law 112-25, as modified). **Table 2** is a summary of advance appropriations for future fiscal years. **Table 3** summarizes CBO's estimates of changes in direct spending that would result from provisions contained in appropriation legislation.

Enacted Appropriation Legislation

Agriculture (division A of P.L. 116-260)

Commerce, Justice, Science (division B of P.L. 116-260)

Defense (division C of P.L. 116-260)

Energy and Water (division D of P.L. 116-260)

Financial Services and General Government (division E of P.L. 116-260)

Homeland Security (division F of P.L. 116-260)

Interior and Environment (division G of P.L. 116-260)

Labor, Health and Human Services, Education (division H of P.L. 116-260)

Legislative Branch (division I of P.L. 116-260)

Military Construction, Veterans' Affairs (division J of P.L. 116-260)

State, Foreign Operations (division K of P.L. 116-260)

Transportation, Housing and Urban Development (division L of P.L. 116-260)

Coronavirus Response and Relief Supplemental Appropriations Act, 2021 (division M of P.L. 116-260)

Continuing Appropriations Act, 2021 and Other Extensions Act (division A of P.L. 116-159)

Further Continuing Appropriations Act, 2021, and Other Extensions Act (division A of P.L. 116-215)

Further Additional Continuing Appropriations Act, 2021 (P.L. 116-225)

Extension of Continuing Appropriations Act, 2021 (P.L. 116-226)

Further Extension of Continuing Appropriations Act, 2021 (P.L. 116-246)

See also

How CBO Prepares Cost Estimates, www.cbo.gov/publication/53519; and *Glossary*, www.cbo.gov/publication/42904.

Table 1. Discretionary Appropriations (Including Adjustments) for Fiscal Year 2021

In 2021, most discretionary budget authority is subject to limits (or caps) established by the Budget Control Act of 2011 (Public Law 112-25), as modified. Separate caps exist for defense funding (in the law, *revised security*), which is budget function 050, and for nondefense funding (*revised nonsecurity*), which encompasses all other budget functions. The Budget Control Act also provides for certain adjustments to those caps. This table delineates CBO's estimates of funding that is constrained by the 2021 caps on defense and nondefense funding and the amounts that result in adjustments to those caps.

Millions of Dollars		Constrained by Caps			Adjustment to Caps ^a								Grand Total ^c	
		Security	Nonsecurity	Total, Constrained by Caps	Security			Nonsecurity						
					Emergency ^b	OCO/GWOT	Total, Security	Emergency ^b	OCO/GWOT	Disaster	Program Integrity	Wildfire Suppression		Total, Nonsecurity
Subcommittee		0	23,395	23,395	0	0	0	635	0	0	0	0	635	24,030
Agriculture ^c	O:	0	23,732	23,732	0	0	0	12,564	0	0	0	0	12,564	36,296
Commerce, Justice, Science	BA:	5,858	65,265	71,123	106	0	106	798	0	0	0	0	798	72,027
	O:	5,804	67,334	73,138	87	0	87	1,322	0	0	0	0	1,322	74,547
Defense	BA:	627,160	152	627,312	0	68,650	68,650	0	0	0	0	0	0	695,962
	O:	642,795	156	642,951	3,949	41,258	45,207	0	0	0	0	0	0	688,158
Energy and Water ^c	BA:	27,509	21,943	49,452	0	0	0	0	0	0	0	0	0	49,452
	O:	25,854	22,628	48,482	0	0	0	1,264	0	0	0	0	1,264	49,746
Financial Services ^d	BA:	35	24,390	24,425	0	0	0	50	0	143	0	0	193	24,618
	O:	33	24,797	24,830	0	0	0	772	0	110	0	0	882	25,712
Homeland Security	BA:	2,551	49,326	51,877	0	0	0	2,840	0	17,142	0	0	19,982	71,859
	O:	2,512	58,152	60,664	1	0	1	15,800	0	4,411	0	0	20,211	80,876
Interior and Environment	BA:	0	36,107	36,107	0	0	0	0	0	0	0	2,350	2,350	38,457
	O:	0	36,261	36,261	0	0	0	824	0	0	0	1,722	2,546	38,807
Labor, HHS, Education ^{c, e}	BA:	0	174,073	174,073	0	0	0	156,563	0	0	1,881	0	158,444	332,517
	O:	0	195,707	195,707	0	0	0	180,448	0	0	1,512	0	181,960	377,667
Legislative Branch	BA:	0	5,300	5,300	0	0	0	10	0	0	0	0	10	5,310
	O:	0	5,249	5,249	0	0	0	32	0	0	0	0	32	5,281
Military Construction, VA	BA:	8,064	104,710	112,774	0	350	350	0	0	0	0	0	0	113,124
	O:	11,671	100,526	112,197	0	5	5	7,599	0	0	0	0	7,599	119,801
State, Foreign Operations	BA:	0	47,505	47,505	0	0	0	5,270	8,000	0	0	0	13,270	60,775
	O:	0	50,117	50,117	0	0	0	2,456	2,007	0	0	0	4,463	54,580
Transportation, HUD	BA:	324	74,334	74,658	0	0	0	27,718	0	0	0	0	27,718	102,376
	O:	322	133,216	133,538	0	0	0	37,424	0	0	0	0	37,424	170,962
Total	BA:	671,500	626,500	1,298,000	106	69,000	69,106	193,884	8,000	17,285	1,881	2,350	223,400	1,590,506
	O:	688,991	717,875	1,406,866	4,037	41,263	45,300	260,505	2,007	4,521	1,512	1,722	270,267	1,722,433
Memorandum:														
Limits on Budget Authority		671,500	626,500	1,298,000	n.a.	n.a.		n.a.	n.a.	17,385	1,881	2,350		

Source: Congressional Budget Office.

Components may not sum to totals because of rounding.

BA = budget authority; HHS = Health and Human Services; HUD = Housing and Urban Development; O = outlays; OCO/GWOT = overseas contingency operations/global war on terrorism; VA = Veterans Affairs; n.a. = not applicable.

See next page for notes

Table 1. Discretionary Appropriations (Including Adjustments) for Fiscal Year 2021

Continued

- a. Amounts are designated in accordance with section 251 of the Balanced Budget and Emergency Deficit Control Act of 1985; the Office of Management and Budget has adjusted the caps for fiscal year 2021 to accommodate those amounts. (See Office of Management and Budget, *OMB Final Sequestration Report to the President and Congress for Fiscal Year 2021*, January 19, 2021, <https://go.usa.gov/xAe7F>.) OCO/GWOT consists of funding primarily for military activities in Afghanistan and similar missions. Disaster relief funding is for activities carried out under section 102(2) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended. Such activities may result from a natural disaster that causes damage of sufficient severity to warrant federal assistance. Program integrity initiatives seek to identify and reduce overpayments in certain benefit programs. Appropriations for activities related to wildfire suppression also may result in an adjustment to the caps.
- b. Includes the outlay effects of emergency-designated appropriations provided after CBO prepared its March 2020 baseline (see Congressional Budget Office, *Baseline Budget Projections as of March 6, 2020*, March 2020, www.cbo.gov/publication/56268). Specifically, the Second Coronavirus Preparedness and Response Supplemental Appropriations Act, 2020 (division A of P.L. 116-127); Emergency Appropriations for Coronavirus Health Response and Agency Operations (division B of P.L. 116-136); and Additional Emergency Appropriations for Coronavirus Response (division B of P.L. 116-139) provided supplemental funding for 2020 and designated those amounts as emergency requirements in accordance with section 251 of the Budget Control Act. (Outlays stemming from emergency-designated appropriations enacted before CBO published its March 2020 baseline are included among estimates of spending that is constrained by statutory caps.)
- c. In keeping with the 21st Century Cures Act (P.L. 114-255), certain funding for the Department of Health and Human Services is excluded from estimates for the purposes of the Congressional Budget Act of 1974 and the Deficit Control Act. As a result, this estimate excludes \$474 million in budget authority and \$732 million in outlays. Of those amounts, \$70 million in budget authority and \$68 million in outlays is under the jurisdiction of the Agriculture Subcommittee and \$404 million in budget authority and \$664 million in outlays is under the jurisdiction of the Subcommittee on Labor, Health and Human Services, Education, and Related Agencies. Up to certain limits, a similar treatment applies to some appropriations drawn from the Harbor Maintenance Trust Fund (HMTF), in accordance with section 14003 of the Coronavirus Aid, Relief, and Economic Security Act (P.L. 116-136), as modified by division AA of the Consolidated Appropriations Act of 2021 (P.L. 116-260). (The requirement to exclude such funding from estimates was not in effect when CBO provided its cost estimate for P.L. 116-260. As a result, in this table, HMTF-related spending, which is under the jurisdiction of the Subcommittee on Energy and Water, is included in the spending that is subject to the nondefense limit).
- d. Section 130 of the Continuing Appropriations Act, 2021 and Other Extensions Act (P.L. 116-159), provided funding for a payment of \$13 million to the District of Columbia for emergency planning and security for the Presidential Inauguration. That funding remains available through the end of fiscal year 2021 and is included in this estimate under the jurisdiction of the Subcommittee on Financial Services.
- e. Estimates related to unemployment insurance are based on CBO's interim projections for the unemployment rate. See Congressional Budget Office, *Interim Economic Projections for 2020 and 2021* (May 2020), www.cbo.gov/publication/56351.



Table 2. Advance Appropriations Provided in 2021 Appropriation Legislation

This table displays advance appropriations—budget authority provided in appropriation legislation that becomes available for obligation one or more fiscal years after the budget year for which the legislation is considered. The amounts shown are incorporated into the current status of discretionary appropriations for future years when the Congress considers appropriation legislation for those respective years.

Millions of Dollars

<u>Subcommittee</u>		Fiscal Year 2022	Fiscal Year 2023
Labor, HHS, Education	BA:	24,369	475
Military Construction, VA	BA:	94,183	0
Transportation, HUD	BA:	4,400	0
Total	BA:	----- 122,952	----- 475

Source: Congressional Budget Office.

BA = budget authority; HHS = Health and Human Services; HUD = Housing and Urban Development;
VA = Veterans Affairs.

Table 3. Estimated Budgetary Effects of Changes in Mandatory Programs

When appropriation acts include changes that affect mandatory funding in the current year or budget year, those spending effects (but not the revenue effects) are included in estimates of discretionary funding provided by those acts for the purpose of judging the acts' compliance with statutory limits on budget authority.^a Such provisions are referred to as changes to mandatory programs (CHIMPs). This table summarizes CBO's estimates of those provisions' budgetary effects over the next 10 years.

Millions of Dollars		2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2021-2025	2021-2030
Subcommittee		INCREASES OR DECREASES (-) IN DIRECT SPENDING											
Agriculture	BA:	648	6	8	10	11	11	11	12	12	13	683	742
	O:	519	398	34	50	29	15	11	11	12	12	1,030	1,091
Commerce, Justice, Science	BA:	-4,300	3,499	0	0	0	0	0	0	0	0	-801	-801
	O:	-468	-566	-392	-112	86	308	349	0	0	0	-1,452	-795
Defense	BA:	0	0	0	0	0	0	0	0	0	0	0	0
	O:	0	0	0	0	0	0	0	0	0	0	0	0
Energy and Water	BA:	2	0	35	-33	0	0	0	0	0	0	4	4
	O:	2	0	35	-33	0	0	0	0	0	0	4	4
Financial Services	BA:	-118	0	0	0	0	0	0	0	0	0	-118	-118
	O:	-37	109	64	-115	-116	-23	0	0	0	0	-95	-118
Homeland Security ^b	BA:	842	2	1	0	0	0	1	1	1	0	845	848
	O:	632	212	1	0	0	0	1	1	1	0	845	848
Interior and Environment	BA:	500	-7	2	2	2	2	2	2	2	2	499	509
	O:	500	-7	2	2	2	2	2	2	2	2	499	509
Labor, HHS, Education	BA:	-21,383	18,028	2	27	28	27	27	27	27	27	-3,298	-3,163
	O:	66	-53	-68	-23	3	27	27	27	27	27	-75	60
Legislative Branch	BA:	-2	-3	-3	-3	-3	-3	-3	-3	-3	-4	-14	-30
	O:	-2	-3	-3	-3	-3	-3	-3	-3	-3	-4	-14	-30
Military Construction, VA	BA:	140	0	0	0	0	0	0	0	0	0	140	140
	O:	127	13	0	0	0	0	0	0	0	0	140	140
State, Foreign Operations	BA:	0	0	28	67	80	76	77	80	83	87	175	578
	O:	20	15	43	67	80	76	77	80	83	87	225	628
Transportation, HUD	BA:	5	0	0	0	0	0	0	0	0	0	5	5
	O:	5	0	0	0	0	0	0	0	0	0	5	5
Total	BA:	-23,666	21,525	73	70	118	113	115	119	122	125	-1,880	-1,286
	O:	1,364	118	-284	-167	81	402	464	118	122	124	1,112	2,342

Source: Congressional Budget Office.

BA = budget authority; HHS = Health and Human Services; HUD = Housing and Urban Development; O = outlays; VA = Veterans Affairs.

a. The Budget Enforcement Act of 1990 and scorekeeping guideline 3 require substantive changes to or restrictions on entitlements or other mandatory spending specified in appropriation bills to be treated as changes in discretionary spending in estimates of the costs of those bills. In CBO's baselines, those changes are included in estimates of mandatory spending and revenues. The Office of Management and Budget determines whether statutory mechanisms for budget enforcement apply to legislative changes to mandatory programs (and revenues). For more information on statutory enforcement see Office of Management and Budget, "PAYGO Reports" (accessed February 1, 2020), <https://go.usa.gov/xVpZx>.

b. Section 101(6) of the Continuing Appropriations Act, 2021 and Other Extensions Act (Public Law 116-159), as amended, extended several immigration programs through December 21, 2020. CBO expects that the partial-year extension will result in changes to CBO's estimates of the U.S. population and of the number of enrollees in certain benefit programs; some of those programs are subsidized with tax credits. The amounts in this table include CBO's estimate of spending attributable to extending the immigration programs through December 21, 2020 (under the jurisdiction of the Subcommittee on Homeland Security). In addition, CBO estimates that the partial-year extension will reduce revenues by an insignificant amount over the 2021-2030 period.